Market Sales

32. Some quantity of wheat, within the overall requirement for 1993, will be monetized through market sales. Wheat would be sold in urban centres to the private sector and / or government authorities on the basis of competitive bidding, in periods of food shortages and in food deficit areas. Funds generated from sale proceeds will be utilized towards cash and non-food requirements of the projects assisted by WFP inside Afghanistan.

Assistance to Repatriation Programme

33. In 1992, WFP provided over 65,000 tonnes of wheat to support the repatriation / encashment scheme in Pakistan which benefitted some 1.3 million Afghan refugees. In Iran, a similar scheme officially began from 1 December 1992, for which WFP has earmarked 5,000 tonnes of wheat (1,000 tonnes already delivered). Food is provided to each returnee at the rate of 50 kg per person at border exit points established by the Government of Iran and UNHCR. For 1993 WFP requires 112,640 tonnes of wheat to continue this support to returnees, both from Pakistan and Iran for the period from January to September.

Logistics

34. WFP will continue to deliver food and non-food items to Afghanistan through all neighbouring countries, using the most cost-effective and secure routes. A fleet of trucks donated by the Government of Japan will be used for this purpose, in addition to commercial transport. As security improves, more food aid will be stored within the country for later distribution. This will involve expanding current storage facilities and logistics bases in several places, most notably in Kabul. Provision is made in the budget for the establishment of new storage facilities in five locations, including Kabul, in order to increase storage capacity from 35,000 to 47,000 tonnes inside Afghanistan.

35. In order to implement the above activities, WFP will maintain and reinforce its presence in Kabul, Mazar-i-Sharif and Herat and will open new sub-offices in Kandahar, Jalalabad, Bamyan and Faizabad (Badakhshan) in 1993. WFP will also maintain its presence in Termez (Uzbekistan) to coordinate logistic operations through CIS republics. In order to monitor food assistance for returnees in Iran, WFP will establish its regular presence in Mashad and Zahedan, together with UNHCR.

4. HEALTH, WATER AND SANITATION

36. The emergency strategy adopted by the World Health Organization (WHO) and UNICEF in the health sector aims first at sustaining or restoring the basic referral capacity of key urban hospitals. During the past nine months a number of these hospitals have effectively ceased to function, leaving large areas of the country without even basic facilities. Secondly, in order to sustain and strengthen health care services in rural areas and small towns, WHO and UNICEF will also provide support to existing health facilities, on an emergency basis and under on-going programmes. Thirdly, attention will be focussed on those disease control measures which can be expected to be of particular importance in connection with the large-scale movement of population. For example, many returnees are returning to areas where malaria is endemic, but they do not have the natural immunity of those who live in the area.

37. The sub-sectors into which the health programme is divided comprise strengthening of urban hospitals; supporting existing health services in rural areas; strengthening emergency casualty and maternity units in each province; disease control, essential training in priority areas and emergency health education; and water supply and sanitation. Additional funds required for the period covered by the Appeal amount to US$ 12.4 million.

38. Within these sub-sectors WHO will focus on functional rehabilitation of provincial hospitals and of health centres at district and sub-district level; strengthening casualty units in provincial hospitals; control of common infectious diseases such as diarrhoeal

diseases, acute respiratory infections, tuberculosis and malaria, through the introduction of disease surveillance systems, supply of drugs and training; mass public health education on the control of communicable diseases, and the provision of emergency medical supplies. In the field of water and sanitation WHO will support community efforts to dig shallow wells, by providing hand pumps and training health workers in repair and maintenance. WHO will also support the establishment of demonstration pit latrines. In order to carry out these activities WHO requires a total of US$ 8.3 million, in addition to funds available on 1 January 1993.

39. UNICEF will focus particularly on the strengthening of maternity, Mother and Child Health (MCH) and nutrition services in urban hospitals; on the provision of medical and relief supplies to the displaced; and on the operation and rehabilitation of rural health services, including immunization. UNICEF will also continue to support work in the field of water and sanitation, in urban areas, including Kabul and Jalalabad, as well as in rural areas of high refugee return. In addition to resources already available, UNICEF urgently requires US$ 2.1 million for these activities.

40. During the last five months of 1992, UNDP/OPS water supply and sanitation programme helped to restore the drinking water supply services for Kabul after the heavy damage inflicted on the system during the fighting in Kabul. UNDP/OPS also helped to restore the water supply for Jalalabad. To continue such assistance, US$ 2 million are needed to provide drinking water for the urban population of Jalalabad, Kandahar, Herat, Mazar-i-Sharif and Kabul. In addition, UNDP/OPS, as part of two large on-going programmes, is assisting rural communities in the rehabilitation of drinking water facilities.

5. EMERGENCY AGRICULTURAL INPUTS

41. A very high proportion of the refugees and displaced persons will return to rural areas to resume lives based on agriculture. The Food and Agriculture Organization of the United Nations (FAO) and UNDP/OPS have been implementing a number of successful small-scale agricultural rehabilitation programmes, which are essential to

providing stability and thus reducing further population movements and alleviating humanitarian stress. Particular attention is paid to the rehabilitation of irrigation systems, which are essential for the expansion or resumption of production in many areas. While these activities will continue in 1993 from existing sources of funds, there are two key programmes, described below, which require urgent inputs, with a total value of US$ 4.75 million, for the 1993 agricultural cycle.

Seed and fertilizer

42. The provision of high quality seed as a package with fertilizer to farmers planting their first crop after years away from their farms is possibly the most cost-effective input enabling returning refugees and displaced persons to achieve self-sufficiency quickly. Since January 1991 FAO has distributed, mainly through non-governmental organizations, over 11,000 tonnes of improved seeds to farmers in the areas to which the largest numbers of refugees have returned. Monitoring missions and reports from all 22 provinces reached by the programme so far confirm its remarkable success. Yields of between 20 and 25 to one are being obtained from the seed varieties.

43. The process, however, is far from complete. There are still many locations which have received only minimal quantities of high quality seed. Afghanistan's total requirement for certified quality wheat seed in 1993 is estimated at 11,500 tonnes. This Appeal identifies a target population of 50,000 farming families in the priority areas to which refugees and internally displaced persons are expected to return. The total emergency requirement of FAO for this population is 2,500 tonnes of seed, 2,500 tonnes of DAP and 3,750 tonnes of urea fertilizer. The breakdown of planned distribution by region is given in Section III below.

Crop Protection

44. Over recent years, plagues of Moroccan locusts and sunn-pest have decimated wheat crops in the northern and western areas of Afghanistan, causing further displacement of population and delaying the return of refugees. FAO's 1991/92 crop

protection activities have been effective in addressing this urgent problem, and an extensive network has been established with farmers and community leaders. With the increased freedom of movement now available, the acquired experience can be extended to areas that could not be covered in previous years.

45. In order to provide emergency inputs to this programme for the first six months of 1993, FAO urgently requires US$ 250,000.

6. COORDINATION AND RELIEF MANAGEMENT SUPPORT

Coordination Services

46. On behalf of the Secretary-General and the Under-Secretary-General for Humanitarian Affairs, coordination of the emergency programmes covered in this Appeal will be the responsibility of the United Nations Office for the Coordination of Humanitarian Assistance to Afghanistan (UNOCHA, formerly UNOCA), headed by the Personal Representative of the Secretary-General and Coordinator of Humanitarian Assistance.

47. The mandate of UNOCHA is as follows:

(a) To act, on behalf of the Under-Secretary-General for Humanitarian Affairs, as the central coordinating office for the various components of the humanitarian assistance programmes undertaken within the United Nations system;

(b) To undertake consultations regarding the coordinated humanitarian assistance to Afghanistan with the Government of the Islamic State of Afghanistan and with neighbouring and other concerned States, on behalf of the United Nations system;

(c) To secure, through all appropriate channels, access of humanitarian assistance to affected populations and communities, and the protection of humanitarian personnel and supplies;

(d) To direct and organize special tasks not within the mandate of any particular United Nations agency or programme (such as mine clearance and mine awareness);

(e) To provide coordination of logistical and other services to United Nations agencies working in Afghanistan, including local coordination services, through its field presence in the main regional cities in Afghanistan;

(f) To prepare, with the cooperation of the United Nations agencies concerned, consolidated interagency appeals, action plans, reports and other documents;

(g) To ensure effective liaison between United Nations agencies and the representatives of donor governments and non-governmental organizations participating in humanitarian assistance activities, and promote donor support for United Nations humanitarian assistance programmes;

(h) To ensure a smooth transition from humanitarian relief to rehabilitation and reconstruction.

The headquarters of UNOCHA will be in Kabul as soon as the situation permits.

48. In the major regional cities, notably Herat, Kandahar and Mazar-i-Sharif, effective inter-agency coordination is required at a regional rather than provincial level. For this reason UNOCHA has assigned a Field Officer to each of these locations, whose functions in respect of the region include acting as secretary to the inter-agency coordination group, preparing weekly situation reports, managing the common premises of the United Nations agencies, coordinating the provision of aircraft and radio services, and providing advice and assistance to staff of UN agencies which do not have their own offices in the town.

49. Offices of the United Nations agencies have already been established in Kabul and seven provincial capitals (Bamyan, Faizabad, Herat, Jalalabad, Kandahar, Lashkargah and Mazar-i-Sharif). In each city a senior official of one of the agencies has been nominated as team leader. In addition to his responsibilities on behalf of his own agency, the team leader carries out a number of tasks on behalf of the United Nations as a whole. These include chairing meetings of the regional inter-agency coordination group, recommending actions to ensure the coordination of humanitarian assistance activities, and representing the United Nations system in meetings with the local authorities. The team leaders are by the UNOCHA Field Officers of the appropriate region, who may also be chosen to act as team leaders where appropriate.

50. Liaison Offices of UNOCHA continue to operate in the Islamic Republic of Iran, the Islamic Republic of Pakistan and in Uzbekistan. The office in Geneva, as a special unit within the Department of Humanitarian Affairs (Geneva), will handle central administrative and financial matters, including financial and in-kind tracking and reporting, and management of the Afghanistan Emergency Trust Fund. The unit will also ensure coordination at the headquarters level through the Inter-Agency Standing Committee and its Working Group.

Common Support

51. The assistance programmes outlined in Section II cannot be implemented without the support of a number of basic services which are common to the United Nations agencies as a whole. The vital importance of the radio network and the aircraft operation were demonstrated on many occasions in 1992.

Aircraft operation

52. Throughout 1992 UNOCA has operated a small aircraft, with a capacity of nine passengers to all parts of Afghanistan, and between Afghanistan and the neighbouring countries. In the circumstances prevailing in Afghanistan, and because of the

extraordinary difficulties associated with road transport, this service has been absolutely essential for the transport of United Nations staff and supplies.

53. Until October 1992 the aircraft operated by the Office of the Secretary-General in Afghanistan and Pakistan was also available to the United Nations agencies. With the withdrawal of that aircraft, and the increase in activities associated with the Winter Emergency, UNOCA chartered an additional aircraft in December 1992 with a capacity of 18 passengers or two tonnes of cargo. The operation of both the existing small aircraft and the chartered aircraft will be required at least until the end of the winter, when the requirement will be reviewed. On the basis of one aircraft for nine months and an additional one for the first four months of the year, the cost of aircraft operations during the period of the Appeal is estimated at US$ 1.4 million.

Radio network

54. The joint radio network provides an essential means of communication between the offices and mobile vehicles of all the United Nations agencies taking part in the humanitarian assistance programme, for radio provides the only means of constant communication between agency head offices and their field staff in all parts of Afghanistan. Radio telex facilities exist between all the main offices. UNOCHA will continue to provide the coordination and management of this system in 1993.

55. The cost of maintaining the system, and expanding it to meet anticipated new demand is estimated at US$ 300,000.

United Nations Volunteers

56. Since 1989 the United Nations Volunteers (UNV) programme in Afghanistan has been assisting the United Nations agencies in carrying out relief and rehabilitation activities by providing volunteer specialists in all sectors of activity. The fields of assistance are mainly logistical support to refugee repatriation (UNHCR), administration of food supply to returnees (WFP), health training of local Afghans (WHO), water and

sanitation technical assistance (UNICEF), technical support in the agriculture sector (FAO) and local coordination services (UNOCHA).

57. A total of US$ 1.51 million is urgently required to fund the deployment in Afghanistan of 40 UNV experts to continue assisting the United Nations agencies providing emergency humanitarian assistance during the period covered by this Appeal.

Reporting

58. Consolidated reporting on the implementation of the programmes funded by the Appeal will be carried out in three forms. Weekly updates on the delivery of humanitarian assistance in the regions will be distributed throughout the Appeal period by UNOCHA. Summaries of donor response to the Appeal and an analysis of the shortfalls will be distributed once a month with the Weekly Update. A quarterly progress report on the implementation of the Appeal programme will also be prepared. These reports will be additional to the routine reporting prepared by the individual United Nations agencies participating in the Appeal.

III. EMERGENCY REQUIREMENTS BY REGION

59. For humanitarian planning purposes, Afghanistan has been divided into six regions. In each region a United Nations presence has been established (see map attached), from which humanitarian activities are organized. Areas for priority intervention within each region have been identified on the basis of an inter-agency assessment of the most urgent needs. Coordinated by the Personal Representative of the Secretary-General, this assessment was based on data collected by inter-agency teams, led by UNOCA, during visits to a number of provinces in November and December 1992. Inputs from field staff and the results of consultations with NGOs and the Afghan authorities were also taken into account. To the extent possible, the target beneficiaries for the humanitarian actions have been defined at the regional level. The planning assumptions for each humanitarian intervention in each region are outlined below.

Western Afghanistan

60. In this Appeal Western Afghanistan is defined as the provinces of Badghis, Farah, Ghor and Herat, with a regional centre in Herat city. The majority of the up to one million Afghans who may repatriate from Iran in 1993 originate from the western provinces of Afghanistan, including Herat and Farah, but with significant numbers from Ghor. The total population of the region in 1993 is expected to reach 1.5 million persons.

61. Herat is probably the most heavily mined city in the world today. The western half of the city must be demined urgently for normal life to be resumed. UNOCA began the work in August 1992 and now has three teams working in the city. This will be increased to five in 1993. The second priority area in Herat province is the district of Zindejan, while in Farah province priority is being given to Farah city. The mine clearance and mine awareness activities in this region are carried out by an Afghan NGO, the Organization for Mine Awareness (OMA).

I. INTRODUCTION

1. This Appeal represents the consolidated emergency humanitarian requirements for Afghanistan, as identified by the United Nations agencies in consultation with the Afghan authorities, for the period January to September 1993. This timeframe covers the period of anticipated large-scale return of refugees and the harvest in the coming year, as well as the remaining months of the current winter in Afghanistan.

2. The international community is requested to make available an amount of US$ 138.1 million, of which US$ 80.3 million is for assistance in Afghanistan and US$ 57.9 million is for direct assistance to returning refugees before departure from Iran and Pakistan.

3. The emergency humanitarian assistance is expected to reach a population of nearly two million people. The main target groups comprise rural communities affected by the return of substantial numbers of refugees and internally displaced persons, and the poorest sections of the urban communities, including particularly those affected by recent hostilities. The United Nations agencies are confident that they will be able to provide emergency humanitarian assistance within the period of the Appeal to the target populations identified in different regions of the country.

4. The assistance programme is "life-sustaining" in character. It has the following components: Mine Clearance; Voluntary Repatriation; Food Aid; Health, Water Supply and Sanitation; Emergency Agricultural Inputs; Relief Management Support.

5. On-going programmes for which funding is already available, and other activities of the United Nations agencies which are not of an emergency character, have not been included in the Appeal. However, reference is made to these activities where they contribute to the relief of immediate humanitarian needs.

62. Over half of the estimated 200,000 Afghans reported to have repatriated from Iran in 1992 are believed to have returned to Herat province. Within the overall assistance programme for returnee communities, and with support from WFP, UNHCR plans to assist some 30,000 families to rebuild their homes and will address priority unmet needs for potable water, irrigation, and small-scale improvements to access roads and basic infrastructure. Implementation will be through local bodies and communities, or directly by UNHCR where necessary.

63. Some 333,000 or 22 per cent of the population of the region will benefit from various types of food aid support provided by WFP. These beneficiaries will include the communities affected by returning refugees (115,000), the poorest sections of the urban population (75,000) and communities in certain rural areas where severe food shortages are expected, especially in Ghor province (50,000).

64. In the field of health, WHO and UNICEF will focus particularly on the needs of the provincial hospital in Herat and of 31 existing health centres at district and sub-district level. Herat is likely to be the main transit point for refugees returning from the Islamic Republic of Iran. These refugees will probably encounter strains of disease, such as malaria, diarrhoea or meningitis, to which they have little or no resistance. Injuries following accidental mine explosions will be a continual hazard for a long time to come, for which the strengthening of the provincial hospital will be particularly important. WHO plans to spend 15 per cent of its emergency budget for Afghanistan in this region.

65. Emergency agricultural inputs will be provided by FAO in the form of a package of seeds and fertilizers (50 kg of seed and 125 kg of fertilizer) to 16,000 farm families in the areas most impacted by refugee return. Except for the limited quantities of seeds and agricultural tools distributed by UNOCA through UNDP/OPS to farmers in the Herat region in 1990 and 1992, this region has received very little in the way of agricultural inputs in the past four years.

Northern Afghanistan

66. The provinces included in this region are Badakhshan, Baghlan, Balkh, Faryab, Jowzjan/Saripul, Kunduz, Samangan and Takhar. Some 220,000 Afghans are estimated to have repatriated to northern Afghanistan in 1992, with the highest levels of return going to Kunduz and Baghlan. A similar number may return in 1993. Based on the location of likely refugee return in 1993, the population of the northern region is expected to reach 5.3 million in 1993.

67. In most parts of this region mines are not a serious impediment to the return of refugees and the re-establishment of everyday life. However, a number of important sites in the provinces of Baghlan, Badakhshan and Takhar have been identified where it is intended to deploy a total of three mine clearance teams in 1993. This work will be carried out by the Afghan Technical Consultants, an Afghan NGO, under contract to UNOCHA.

68. Assistance from UNHCR will be organized in the same way as in western Afghanistan, with a target population of 30,000 families for assistance with shelter. At least as many should benefit from basic assistance with the construction / cleaning of shallow wells and water storage.

69. Plans have been made for the provision of food aid of different types to seven per cent of the population of the region. Some 140,000 persons among the communities with a high rate of returnees, as well as 130,000 beneficiaries among the poorest sections of the population, will be assisted. Reserves will be built up to assist some 20,800 persons who may be affected by severe food shortages in the rural areas, especially in Badakshan.

70. In the field of health, WHO and UNICEF will undertake aspects of all the activities of the emergency strategy described in Section 4 of Part II. WHO will focus on strengthening the provincial hospitals of Balkh, Badakhshan and Kunduz, as well as 23 health centres at district and sub-district level. UNICEF activities will continue to be based in Mazar-i-Sharif, from where they will extend to all parts of northern Afghanistan.

Parts of the region are also prone to natural disasters, such as flooding and earthquakes, and attention will be given to strengthening health delivery systems in these areas. WHO plans to spend 16 per cent of its emergency budget for the northern region.

71. The water supply scheme in Mazar-i-Sharif will be restored by UNDP/OPS, which will also continue to assist rural communities in northern Afghanistan in rehabilitating water supply systems.

72. FAO plans to provide a package of 50 kg seed and 125 kg fertilizer to 15,000 farm families. This region has received few agricultural inputs in the past four years.

Central Afghanistan

73. This region comprises the province of Bamyan, and those parts of the provinces of Ghazni, Ghor, Oruzgan and Wardak which are most easily accessible from Bamyan. Only limited information is available on repatriation to this region. The population of this region is expected to reach 2.4 million in 1993.

74. The problem of mines is no longer acute in this region, because many of the priority areas in Bamyan have already been cleared of mines by UNOCA. However, mine clearance teams will return to Ghazni in the spring, where activities will concentrate on Ghazni city.

75. Food aid should reach eight percent of the population. Although the region is chronically food deficit, logistical problems in this area may not allow a higher rate of delivery. About 30,000 persons will be helped among the communities most affected by war, while provision will be made to assist a similar number of persons who may face sudden food shortages due to floods, landslides or other small-scale catastrophes recurrent in the area.

76. WHO and UNICEF will focus on assistance to the provincial hospital in Bamyan, as well as support for 21 health centres at district or sub-district level. The people of the region have a high incidence of leprosy and tuberculosis, which will be given particular attention. UNICEF as well as UNDP/OPS will continue to provide support for the development and rehabilitation of drinking water resources in the area. WHO plans to spend ten per cent of its emergency budget in this region.

77. Due to difficulties of access, this region has received few agricultural inputs in recent years. FAO plans to provide a package of 50 kg seed and 125 kg fertilizer to 5,000 families in 1993.

Eastern Afghanistan

78. This region comprises the provinces of Kunar, Laghman, Logar, Nangarhar, Paktia, Paktika, and parts of Ghazni and Wardak. Almost 700,000 Afghans are thought to have repatriated to this region in 1992, with Nangarhar province receiving the highest number. Up to 750,000 are expected to repatriate to eastern Afghanistan in 1993. The population of the region is expected to reach 3.8 million in 1993.

79. Some of the most heavily mined provinces are situated in the Eastern region. In 1993, a total of 17 mine clearance teams and ten survey teams will be operating in this region. The priority areas are: Nangarhar (Jalalabad, Surkh Rod and Chaprahar); Laghman (Qarghai and Alingar), Paktia (Gardez, Khost, Jaji and Sayed Karam). In Kunar, all priority areas have been cleared of mines.

80. UNHCR plans to provide assistance to 40,000 families for the reconstruction of their homes, within the framework of its on-going activities.

81. Plans are made for food aid to reach eight per cent of the population. Some 200,000 beneficiaries will be reached among the communities with a high rate of returning refugees, including some 16,000 displaced persons from Kabul.

82. Within their overall support for health services in this region, WHO and UNICEF will focus on strengthening the three provincial hospitals of Ghazni, Kunar and Nangarhar, as well as 27 health centres at district and sub-district level. Malaria is a particular problem in this region, and very large numbers of refugees who have returned from refugee camps in Pakistan are being exposed to the disease. WHO will spend 19 per cent of its emergency budget in this region.

83. Jalalabad city water supply requires the urgent replacement of pumps. This work will be carried out by UNDP/OPS.

84. Many areas in this region have been well served with inputs of seed and fertilizer over the past four years and require only small amounts to fill the gaps in distribution. FAO plans to distribute a package of 50 kg seed and 125 kg fertilizer to 4,000 farm families in 1993. UNDP/OPS, in cooperation with FAO, will also continue to provide agricultural inputs such as seeds, fertilizers and extension services to the farmers in the region. It will also continue its support to rural communities in the rehabilitation and repair of irrigation systems in the area.

Southern Afghanistan

85. This region comprises the provinces of Helmand, Kandahar, Nimroz and Zabul, and parts of Oruzgan. It is estimated that at least 220,000 Afghans returned to southern Afghanistan in 1992, the majority to Kandahar province. Significant, but unrecorded, additional return may have taken place from Iran, particularly to Nimroz and Helmand provinces. Well over 200,000 Afghans are expected to repatriate to southern Afghanistan in 1993. The total estimated population of the region, including returnees, is 2.2 million.

86. Mines are a serious problem in this region. Fortunately weather conditions permit mine clearance operations throughout the year. Four mine clearance teams are currently deployed in Kandahar province (Kandahar city and Dand district). Two teams each are operating in Helmand (Nawa), Zabul (Qalat centre) and Nimroz (Kang). These teams will remain in these locations until mid-1993.

87. UNHCR intends to assist some 30,000 families to reconstruct their homes and to provide basic assistance to returnee communities as in the other regions.

88. WFP plans to reach about 315,000 persons or fifteen per cent of the total estimated population. The largest sections of food aid beneficiaries (160,000) will be members of the communities affected by the returning refugees; 60,000 persons from the poorest sections of the urban populations will also be assisted. Reserves will be established to cover the needs of 12,500 persons in case of acute food shortage.

89. Within their overall programme of support for health services in the region, WHO and UNICEF will focus on strengthening the provincial hospitals of Helmand and Kandahar, and 26 health centres at district and sub-district levels. This region is also particularly vulnerable to malaria, and special attention will be paid to the control of this disease. WHO plans to spend 15 per cent of its emergency budget in this region.

90. Many areas in this region have received substantial inputs of seed and fertilizer in recent years. FAO plans to provide a package of 50 kg seed and 125 kg fertilizer to 4,000 farm families in 1993. UNDP/OPS will also continue its activities in support of rehabilitation of agricultural production including distribution of seeds and fertilizers, provision of extension services and repair of irrigation systems in southern Afghanistan.

Kabul region

91. This region comprises the city and province of Kabul and the provinces of Kapisa and Parwan. Some 120,000 Afghans are believed to have returned to Kabul in 1992, of whom many were subsequently displaced. Some reports suggest that up to 500,000 persons fled Kabul during the fighting in August, and that at least 100,000 returned to the city later in the year. No estimate is yet available of likely return in 1993, although significant numbers of people from Kabul remain refugees. The estimated population of the Kabul region is three million.

92. At the time of preparing this Appeal, the situation in the city of Kabul was a matter of the greatest concern to the United Nations. In early December serious fighting again erupted in the city, obliging the United Nations to withdraw the small group of international staff who had returned there following the heavy fighting in August.

93. During the months of October and November the United Nations had planned to transport substantial quantities of food aid to the capital and to begin a winter feeding programme in the poorest parts of the city. Unfortunately, security problems on the roads from Pakistan and from Mazar-i-Sharif have prevented the delivery of all but a small fraction of the intended aid. Although security on the road from Pakistan has allowed the unhindered movement of personnel and of non-food items such as medical supplies, convoys of food and fuel have been regularly prevented from reaching Kabul.

94. In addition to shortages of food, the city of Kabul has for long periods suffered from complete breakdowns of the electricity supply and mains water. Fuel is scarce and increasingly expensive. The prospects for the rest of the winter are appalling, unless the fighting stops and the security problems on the roads to the city are resolved.

95. In these circumstances it has been difficult for the United Nations agencies to plan with confidence for humanitarian actions in Kabul and the immediate surrounding areas. For the purposes of this Appeal it has been assumed that the situation in Kabul will allow the United Nations agencies to implement the emergency assistance activities in the fields of food aid, health, water and sanitation services which are described in the following paragraphs.

96. WFP plans to reach 22 per cent of the Kabul area population (675,000). The bulk of the food will be directed to the urban poor and hospital in-patients (355,000). The assistance will be distributed in the form of bread, or cooked meals in health institutions. Another substantial part of the assistance to the Kabul area will be provided through monetization during food shortage periods.

97. In the "Note on Winter Emergency Needs of Afghanistan" support was requested for UNCHS to assist families in war-affected parts of Kabul city to winterize their homes. This was to be done through distribution of clear plastic sheeting and essential items for reconstruction and repair including windows, doors and roofing timber. Distribution would be carried out by community groups with whom UNCHS is already in contact. As at 1 January 1993 no funds had been made available for this programme.

98. Severe fighting in Kabul, the departure of thousands of displaced persons, including many professional people, and the subsequent disruption to electricity and water supplies, have had disastrous consequences for health services in the capital. WHO and UNICEF will continue to provide support to four national hospitals in Kabul, as well as 18 health centres at district and sub-district level. WHO plans to spend about 25 per cent of its emergency budget in the Kabul region.

99. UNDP/OPS carried out major activities during the worst period of fighting to try to keep the essential services of water and power operational. The major activities still required are to put the Mahipar 66MW hydel plant back into operation, to restore 560 KM of 110 KV electric line from Sorobi, to erect 20 transmission towers and repair transformers. Replacement of pumps and damaged underground pipes is also essential to maintain the city water supply.

100. Due to the harsh winter weather, mine clearance operations will not resume in the Kabul region until the spring. However, a mine awareness team will be operating in Kabul city throughout the period. In the spring, two mine clearance teams will each be deployed in Parwan (Kalatak and Jabul Saraj) and Kabul province (Kariz Mir and Paghman). Mine survey work will continue in Wardak and Kapisa, and mine awareness teams will operate throughout the region.

101. This region has been partially supplied with inputs of seed and fertilizer over the last four years. FAO plans to provide a package of 50 kg seed and 125 kg fertilizer to 6,000 farm families in 1993.

IV. CONSOLIDATED FUNDING REQUIREMENTS BY SECTOR 1 JANUARY - 30 SEPTEMBER 1993

	EMERGENCY HUMANITARIAN REQUIREMENTS	RESOURCES AVAILABLE	APPEAL REQUIREMENTS
	(In thousands of US dollars)		
MINE CLEARANCE			
Mine Awareness	1,300	900	400
Training	1,000	400	600
Survey	2,600	400	2,200
Mine Clearance	10,100	2,800	7,300
SUB-TOTAL	15,000	4,500	10,500
VOLUNTARY REPATRIATION			
Protection	2,500	250	2,250
Transportation assistance	5,000	-	5,000
Assistance to returnee communities	10,000	2,500	7,500
Field presence & programme support	8,500	550	7,950
Assistance outside Afghanistan (see also FOOD AID - encashment)			
Repatriation from Iran	27,000	4,800	22,200
Repatriation from Pakistan	22,500	6,000	16,500
SUB-TOTAL	75,500	14,100	61,400
FOOD AID			
I. Afghanistan			
Food cost	23,930	11,957	11,973
Transport	20,116	9,827	10,289
Logistics capital costs	1,600	-	1,600
Programme support	2,778	940	1,838
II. Encashment/Repatriation			
Food cost	19,149	9,701	9,448
Transport	11,714	2,100	9,614
Programme Support Cost	100	-	100
SUB-TOTAL	79,387	34,525	44,862

HEALTH, WATER SUPPLY AND SANITATION			
Rehabilitation of hospitals & health centres	2,762	700	2,062
Strengthening of casualty units	2,120	300	1,820
Control of infectious diseases	1,727	625	1,102
Mass health education	650	50	600
Water and sanitation	5,088	488	4,600
Emergency medical assistance	3,595	1,345	2,250
SUB-TOTAL	15,942	3,508	12,434
EMERGENCY AGRICULTURAL INPUTS			
Seed and fertilizer	5,500	1,000	4,500
Insecticide	250	-	250
SUB-TOTAL	5,750	1,000	4,750
RELIEF MANAGEMENT SUPPORT			
Coordination services	2,700	1,700	1,000
Aircraft services	1,400	-	1,400
Radio network	300	-	300
United Nations Volunteers	1,700	190	1,510
SUB-TOTAL	6,100	1,890	4,210
GRAND-TOTAL	197,679	59,523	138,156

TOTAL - Assistance in Afghanistan	117,216	36,922	80,294
TOTAL - Assistance outside Afghanistan	80,463	22,601	57,862
GRAND-TOTAL	197,679	59,523	138,156

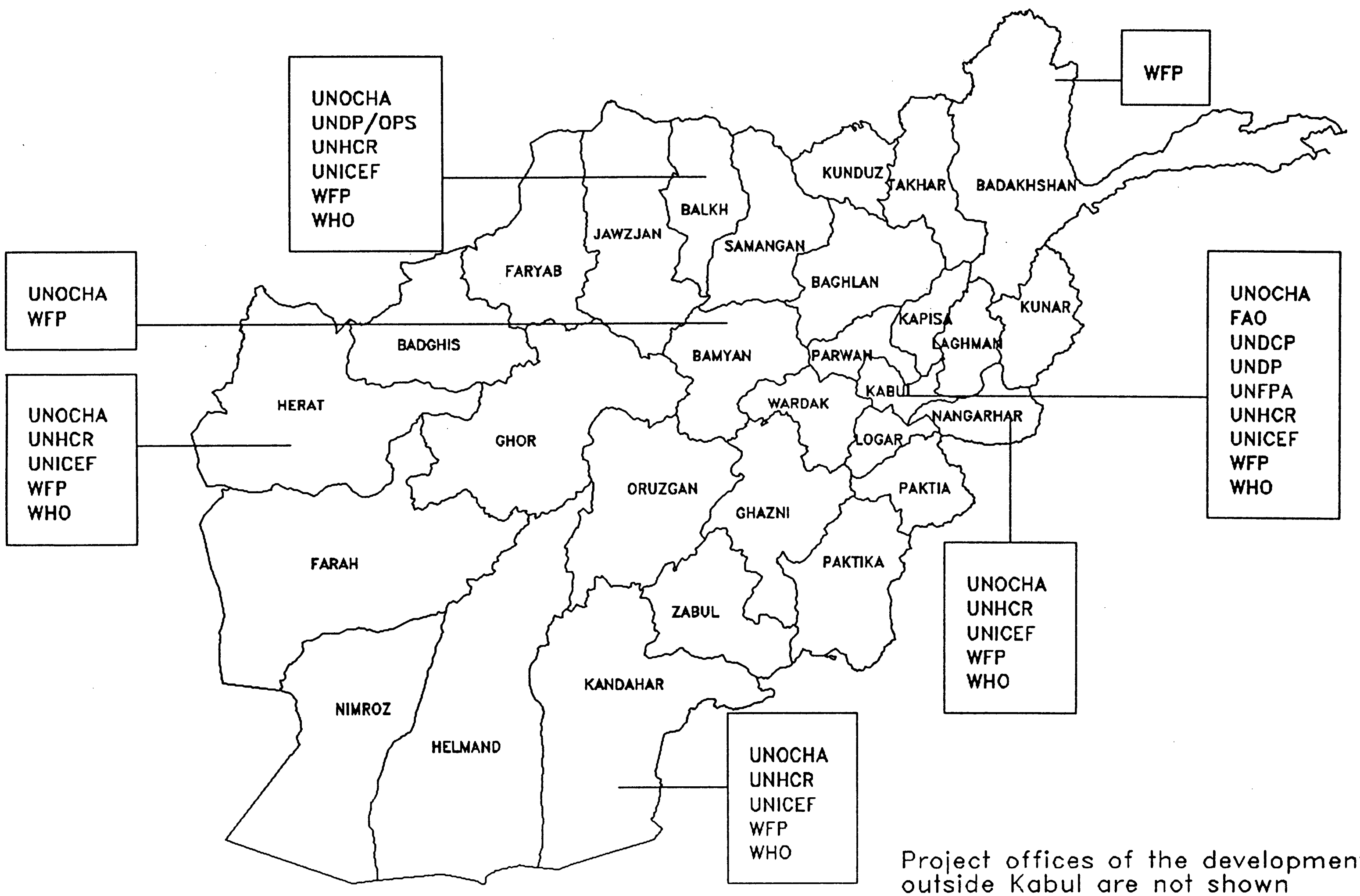
6. The total emergency humanitarian requirements identified for the Appeal period are US$ 197.7 million. This includes US$ 80.5 million foreseen for direct assistance, including a food grant, to voluntary repatriants before departure from Iran and Pakistan, and reflects a planning assumption of up to two million repatriants. Actual requirements will continue to be a function of demand for this assistance. Against the total Appeal requirements, US$ 59.6 million was available to the agencies on 1 January 1993. Thus, this Appeal seeks new contributions of US$ 138.1 million.

Relation to previous Appeals

7. On 5 June 1992 the Secretary-General of the United Nations issued an Appeal for Emergency Humanitarian Assistance for Afghanistan requesting US$ 179.7 million for programmes through the end of December 1992. On 25 August 1992, the Personal Representative of the Secretary-General issued a Note on the Immediate Humanitarian Needs in Afghanistan resulting from the hostilities in Kabul. The resource requirements for these needs amounted to US$ 10 million, to be met within the budget of the Consolidated Appeal. On 1 November 1992, the Under-Secretary-General for Humanitarian Affairs issued the Note on the Winter Emergency Needs of Afghanistan, requesting US$ 17.6 million for priority humanitarian needs through 31 December, within the context of the 5 June Appeal target. As at 15 December 1992 funds totalling US$ 85.2 million had been received or pledged in response to the 5 June Consolidated Appeal and the two Notes.

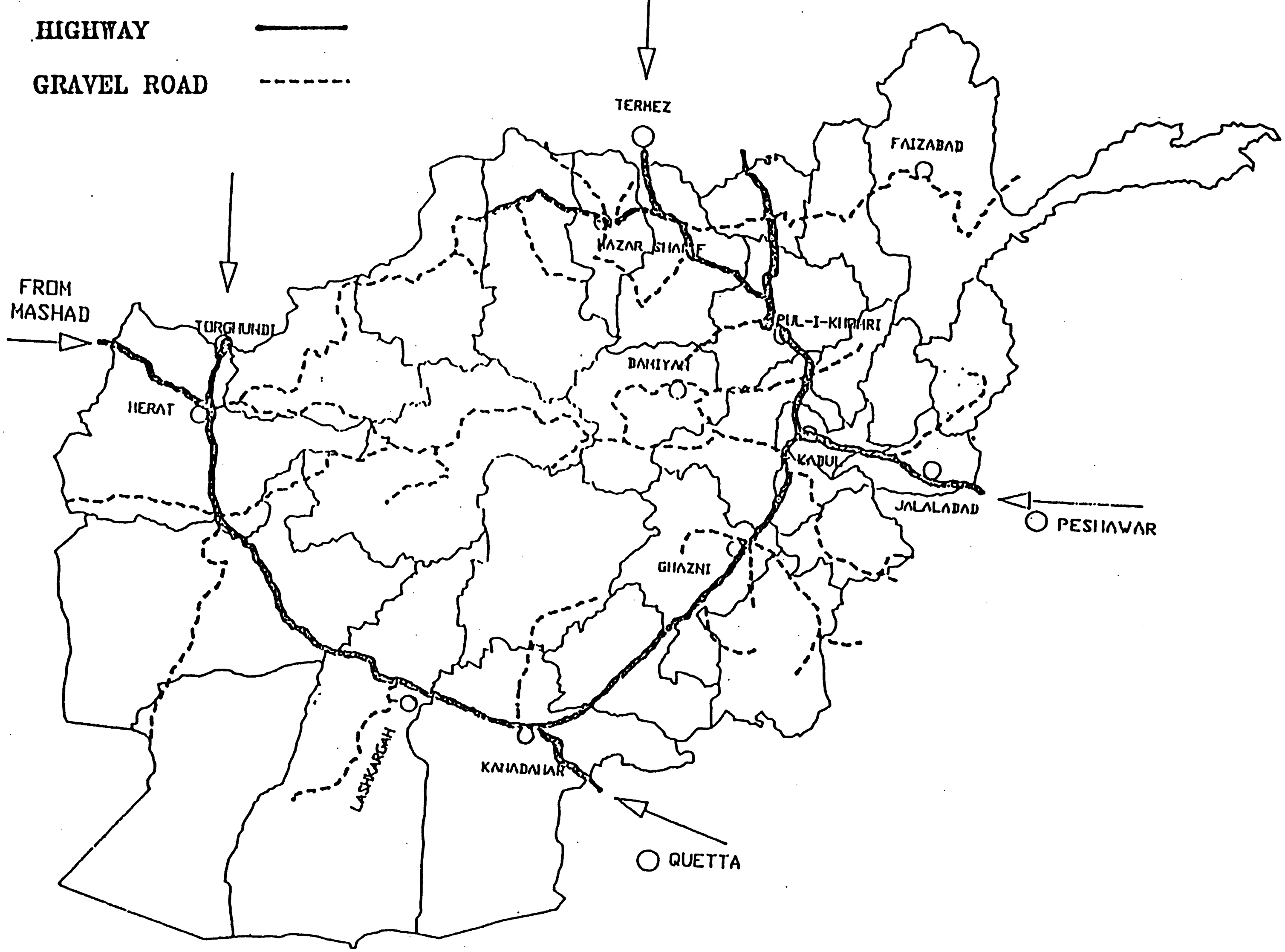
8. There are significant distinctions between the present Appeal and the previous one. Whereas the 1992 Appeal approached the emergency from a sectoral point of view, the present one has adopted a regional strategy. This Appeal has, to the extent possible, identified target groups in specific areas, thus offering indicators for performance evaluation over the period of the Appeal. Financial requirements for certain high priority sectors, such as education, road repair and drug control, have not been included. The decision not to include these sectors was taken in light of the overall strategy of the Appeal, which is to sustain the lives of the most needy population. However, a number of programmes executed by the United Nations Development Programme / Office for

PRESENCE OF THE HUMANITARIAN AGENCIES OF THE UNITED NATIONS IN AFGHANISTAN JANUARY 1993



Project offices of the development agencies outside Kabul are not shown

AFGHANISTAN
PROVINCES



Project Services, the United Nations Educational, Scientific and Cultural Organisation (UNESCO), the United Nations International Drug Control Programme (UNDCP) and the United Nations Children's Fund (UNICEF), as well as by several non-governmental organizations (NGOs), are on-going in these sectors.

<u>Constraints</u>

9. The Report of the Secretary-General on the Situation in Afghanistan and its Implications for international peace and security (A/47/705, S/24831 of 27 November 92) described the difficulties faced by the country in the first ten months of 1992. These difficulties have placed major constraints on the ability of the United Nations system and others to meet the enormous humanitarian needs of the people of Afghanistan. Lack of a central authority with normal links to the regions, political obstacles to the free movement of humanitarian supplies, intermittent hostilities, loose centres of authority in the regions, and lack of communications, banking and other basic services and utilities affect not only the Afghans but also actions undertaken on their behalf.

10. The free movement of United Nations relief supplies is an absolute precondition for the successful implementation of any programme. The Personal Representative of the Secretary-General and Coordinator of Humanitarian Assistance is making every possible effort to ensure that all Afghan groups respect this.

11. A minimum acceptable level of security is essential, as is respect by all for the humanitarian nature of the programme. Without this the programme cannot succeed. Experience in 1992 has been that this issue has been a constraint mainly in relation to the delivery of assistance to the capital, Kabul.

12. It is further hoped that developments in Afghanistan will allow an early start to large-scale reconstruction and rehabilitation, even within the period of the emergency appeal. This would greatly facilitate the implementation of the humanitarian programmes which are designed to enhance the smooth transition to rehabilitation and reconstruction in Afghanistan.

II. COMPONENTS OF THE EMERGENCY PROGRAMME

1. MINE CLEARANCE

13. Mine clearance is a precondition for the resumption of daily life in many parts of Afghanistan. Refugees and displaced persons simply cannot return to these areas before the mines are cleared. UNHCR estimates that an increasing proportion of those refugees who are unwilling to return from neighbouring countries are reluctant to move because they know that their home areas are mined.

14. UNOCA at present has 35 mine clearance teams, of 32 men each, working in the highest priority areas. Since the start of the demining programme in 1990, about 45,000 mines and unexploded ordnance have been destroyed from the 20 square kilometers of land which have been cleared. Experience gained to date, augmented by the results of surveys in 17 provinces, suggests that if a further 60 square kilometers were cleared, most people in Afghanistan could resume a normal, productive life.

15. At present levels of funding, the mine clearance programme can clear 10 square kilometers each year. It would therefore take six years to complete clearance of priority areas. If funding were doubled to $20 million per year, the target could be met within three years. The demining programme can expand if additional funding becomes available. This Appeal therefore asks for funds to double the present demining capacity, so that the task can be completed in three years.

16. In addition to mine clearance, mine awareness, mine clearance training, and survey and monitoring will continue in 1993. Additional funds required for mine clearance programmes in the period covered by the Appeal amount to US$ 10.5 million.

2. VOLUNTARY REPATRIATION

17. In 1992, a total of 1.5 million refugees returned to Afghanistan from Iran and Pakistan. Even after this very large-scale voluntary repatriation, well over three million Afghan refugees remain in neighbouring countries at the start of 1993. Provided security in Afghanistan allows, the United Nations High Commissioner for Refugees (UNHCR) estimates that up to two million Afghans may repatriate voluntarily in the first nine months of 1993. Additional funds amounting to US$ 61.4 million will be required by UNHCR to assist this process. While the level of repatriation is expected to remain low during the winter, a marked increase is forecast from the end of March 1993, with large-scale return continuing through the summer.

18. The year 1992 has demonstrated the high degree of determination of Afghans to return home as soon as they can, and their remarkable ability to rebuild their lives thereafter in even the most difficult circumstances. Those who return in 1993, however, may face even greater difficulties than those who repatriated in 1992. It is expected that refugees will increasingly return to areas where major problems will be posed by the presence of mines, slow reactivation of the local economies and lack of progress in the rehabilitation of essential services, especially irrigation.

19. Because of the situation in Afghanistan, UNHCR will continue to assist, rather than encourage and promote, voluntary repatriation. As in any voluntary repatriation, the fundamental principle of free choice must be respected, and UNHCR will seek to ensure that the refugees are able to make an informed decision.

Protection

20. The Governments of the Islamic State of Afghanistan, the Islamic Republic of Iran and the Islamic Republic of Pakistan are in the process of establishing, with UNHCR, two tripartite commissions on voluntary repatriation in order to facilitate arrangements for return. The Tripartite Repatriation Commissions provide a framework within which basic protection issues can be addressed. All the governments concerned

are committed to the principle of voluntary repatriation. UNHCR will monitor repatriation to confirm its voluntary character and the safety and security of returnees. UNHCR's presence along major routes of return, at the principal border crossings and in the returnees' home areas, was expanded in 1992 and will be maintained and further expanded as necessary in 1993.

Repatriation from the Islamic Republic of Iran

21. Over 250,000 Afghans are reported to have returned from Iran in 1992. The majority repatriated voluntarily while some returned temporarily. On 1 December 1992 UNHCR and the World Food Programme (WFP) began providing direct assistance to Afghans repatriating voluntarily through the Dogharoon border exit station in Khorasan province, on the Mashad - Herat road. This assistance takes the form of US$ 25 and 50 kg of wheat per person, and one tarpaulin per family.

22. For 1993 provision is made to assist up to one million Afghans wishing to repatriate. In addition to the distribution of a cash grant, wheat and tarpaulins as at present, transportation assistance will be provided within Iran as appropriate in light of where the returnees start their journey. This direct organization of transport will be arranged by the International Organization for Migration (IOM) on behalf of UNHCR, as has been the case for many Afghans returning from Pakistan (see below). In this case, however, the cash grant would be reduced. UNHCR will provide assistance towards the establishment of in-country transit centres in Birjand, Esfahan, Kerman and Tehran, a third border exit station at Milak in Sistan-Baluchistan province, and additional exit stations as required. UNHCR staff will monitor voluntary repatriation through these points.

Repatriation from Pakistan

23. Registered refugees will continue to be assisted with the cost of return and initial reintegration through the UNHCR/WFP repatriation grant, a cash/wheat package given to returning families in exchange for their ration cards. This is currently valued at some

US$ 130 plus 300 kg of wheat per family. Provision is made for this assistance to 170,000 registered refugee families, or approximately one million persons, in 1993. Over 215,000 families, comprising 1,275,000 persons, benefitted from the grant in 1992.

Transportation Assistance

24. In 1992 the International Organization for Migration (IOM) provided land transport assistance on behalf of UNHCR to some 21,000 returnees from Pakistan and Iran who had long distances to travel home. This assistance was provided either from points of entry within Afghanistan or directly from Pakistan. While transport costs were covered by this programme in principle, returnees transported directly from Pakistan were requested to share a portion of the transport costs in order to avoid discrepancies among refugee groups. In addition a small pilot project provided transport assistance to severely handicapped returnees and their families. Provision is made for an expansion of assistance by IOM in 1993. If conditions allow large-scale repatriation in 1993, up to 150,000 unregistered refugees in Pakistan may require assistance through an additional expansion of the transportation assistance programme.

Assistance to returnee communities

25. As hitherto, most UNHCR assistance provided in Afghanistan will be to communities rather than to individuals, with no distinction made on the basis of status between the internally displaced, returning refugees, and those who remained behind. Assistance will be designed to promote early self-sufficiency and stimulate the recovery of the local economy. Considerable experience was gained in 1992 in the provision of immediate assistance to returnee communities. Food-for-work was a key component of this assistance, which also included the provision of shelter materials (particularly tarpaulins). Small-scale local projects helped reconstruct houses, clear irrigation canals and wells, and meet immediate community needs for simple improvements to access roads and basic infrastructure. Wherever possible, these activities will continue to be undertaken by the competent United Nations agencies and by NGOs.

26. UNHCR staff in the field will alert other agencies to new or unmet emergency or immediate rehabilitation needs in places to which refugees are returning. Provision is made for UNHCR to assist other agencies when they are unable to meet the full cost of necessary activities. The likely scale of unforeseen needs obliges UNHCR to maintain a significant capacity to intervene directly in areas of refugee return when emergencies arise or immediate needs cannot otherwise be met.

Field presence and programme support

27. In 1993 UNHCR will maintain and reinforce its presence in Afghanistan in Herat, Kandahar, Jalalabad, Mazar-i-Sharif and Pul-i-Khomri. It is planned to establish an office in Gardez, and elsewhere as required. The programme will be managed from Kabul as soon as this becomes practicable. In the Islamic Republic of Iran, UNHCR has offices in Mashad and Zahedan, and will maintain a presence at the in-country transit centres and border exit stations. In Pakistan, the UNHCR field house network will be maintained as well as the additional field monitoring presence established in 1992. Up to 20 encashment and distribution points for the repatriation grant are foreseen as necessary to meet forecast peak demand. As in 1992, these points will be opened and closed as required.

3. FOOD AID

28. In Afghanistan, food assistance will be provided on a community basis rather than to individuals and, in doing so, no distinction will be made between internally displaced, returnees, or those who remained on their land but are considered destitute. WFP food assistance inside Afghanistan, over the period January to September 1993, is planned at 128,000 tonnes of wheat out of the 145,000 tonnes programmed for the whole of the year and is expected to reach some 12 per cent of the total population during these nine months. Assistance will be provided through four project activities as described below. In addition, 112,400 tonnes of food will have to be provided to support the repatriation of Afghan refugees from Pakistan and Iran during the same period. Additional funds required by WFP for these activities covered by the Appeal amount to US$ 44.8 million.

Food-for-work

29. Food-for-work (FFW) would represent one third of the total food aid planned for the period and will be undertaken by rural communities to rehabilitate key infrastructures including roads, water supplies (agricultural and domestic), sanitation, schools, health centres and shelters. FFW will be carried out through local Shuras with assistance from UN agencies and NGOs.

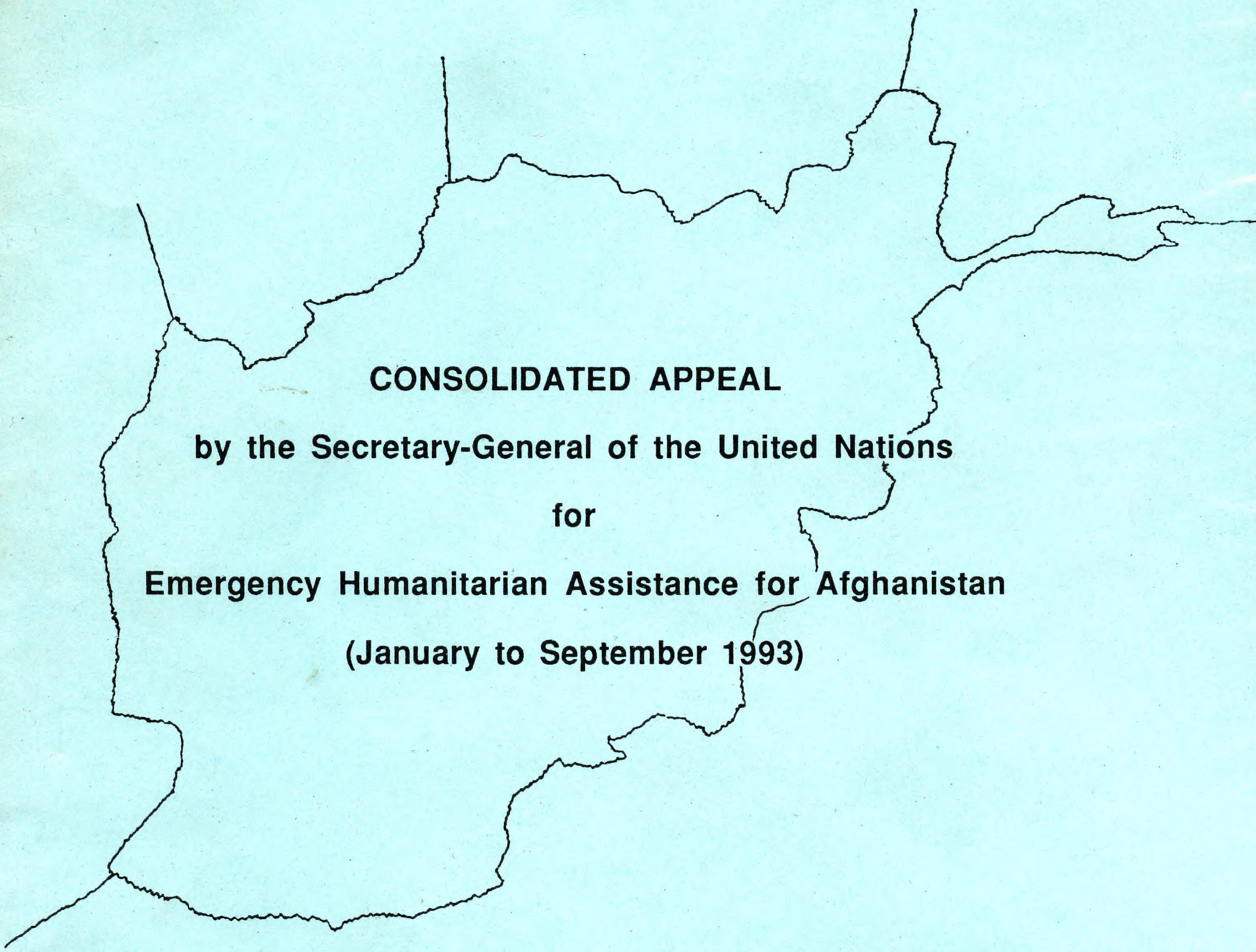
Emergency Relief

30. Emergency Relief will be provided for victims of natural disasters, for populations displaced as a result of armed conflict and to alleviate malnutrition resulting from serious food shortages. Food distribution would generally be channelled through local Shuras with UN Agency or NGO support wherever possible. Emergency relief might represent about five per cent of the total food aid planned for 1993.

Vulnerable Group Feeding

31. Vulnerable Group Feeding will be targeted to: (a) poor families in urban areas in the form of subsidized bread (wheat will be milled and flour processed through local bakeries); (b) institutions such as hospitals and orphanages, where food will be provided in the form of prepared meals (rice, oil, sugar, pulses would also be provided when available); and (c) displaced persons registered in camps in the form of dry rations. The programme will be implemented by the municipalities, hospitals and other assisted institutions and a special United Nations / NGO Task Force for the displaced. This activity would likely absorb 25 per cent of the total WFP food aid for 1993.

UNITED NATIONS



CONSOLIDATED APPEAL

by the Secretary-General of the United Nations

for

Emergency Humanitarian Assistance for Afghanistan

(January to September 1993)

January 1993

FOREWORD

Through fourteen years of war, the Afghan people have borne their suffering with great fortitude. With the close of that era, Afghanistan has entered a new phase. In 1992, over 1.5 million long-standing Afghan refugees returned to their country from Iran and Pakistan and began the process of rebuilding their homes and their lives. Large numbers of those internally displaced by the war also returned to their communities.

Unfortunately, these positive developments were marred by the resurgence of hostilities in Kabul in August and December 1992, causing vast destruction to the capital city and the consequent fleeing of large numbers from their homes. The continuing lack of security and stability in Kabul has prevented the restoration of essential services, further exacerbating the deprivation of the poorest segments of the city's population. Moreover, access to Kabul for the purposes of providing humanitarian relief was repeatedly impeded during the second half of 1992.

In the face of a worsening humanitarian situation in Afghanistan, on 5 June 1992, the Secretary-General launched the Consolidated Inter-Agency Appeal for Emergency Humanitarian Assistance for Afghanistan. That Appeal sought US$ 179.7 million, although less than half of that amount was eventually contributed.

It is estimated that up to two million more Afghan refugees will return from neighbouring countries in 1993, further straining communities in a country virtually without infrastructural support. The Government of Afghanistan is not yet in a position to provide many of the most basic necessities to its needy population. Although the General Assembly has recently called for reconstruction assistance for Afghanistan, few donor governments have been in a position to discuss the resumption of bilateral development aid while Kabul has remained insecure. The United Nations development agencies and the international financial institutions have held initial consultations toward the elaboration of a comprehensive rehabilitation strategy, but much work remains to be done before the flow of resources for large-scale rehabilitation and reconstruction can begin.

In these circumstances, the humanitarian assistance provided by the United Nations will remain essential in 1993. It is my earnest hope that the emergency programmes outlined in this document will provide the springboard for the comprehensive rehabilitation and reconstruction in Afghanistan. This prospect would be greatly enhanced by an early return to peaceful and stable conditions in Kabul.

This Appeal focusses upon "life-sustaining" assistance for clearly identified target populations throughout Afghanistan. It builds on the strength of the United Nations operations in the regions to which refugees are returning and where the most needy people are to be found. In the face of the enormous needs, it offers modest and practical support. I urge the international community to respond generously to this Appeal.

Jan Eliasson
Under-Secretary-General

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